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ABSTRACT

Background information is provided to give an overall picture of the status of Ohio's libraries. The demographic, economic, and governmental characteristics of Ohio are discussed, and the financial and organizational structure of the state's libraries are examined in detail. Interlibrary cooperation and the role of state and federal governments are also discussed. Findings are amply supported by graphs and tabular data. (EMH)

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OHIO LIBRARY DEVELOPMENT AND INTERLIBRARY COOPERATION

A BACKGROUND PAPER
PREPARED FOR THE
INTERLIBRARY COOPERATION
PLANNING INSTITUTE
AT THE OHIO STATE UNIVERSITY
OCTOBER 26-28, 1975

BY KEVIN FLAHERTY,
LIBRARY DEVELOPMENT CONSULTANT
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1. INTRODUCTION

Maryann Duggan began a September 1969 article on library networks by noting, "To be a librarian in 1969 is to stand at the crossroads of change." That was the year the Ohio Library Development Plan (OLDP) moved from the drawing board to reality. The ensuing years have witnessed in Ohio the growth of 9 multicounty cooperatives, one Area Library Service Organization, numerous formal and informal consortia, phenomenal development and national recognition of the Ohio College Library Center, and improvements in academic, institution, public, school, and special libraries.

Today, the road signs for Ohio librarians lead toward a greater commitment to resource sharing. Ohio's library resources are in many respects underdeveloped or even lacking, and the state's library and information services are not yet adequately organized and supported to meet the needs of the state as a whole.

Different libraries and information services are, indeed, performing important services for their respective clientele, but there is no statewide program. As a result, existing resource-sharing programs are generally unrelated to one another and continue to develop in uncoordinated ways.

The temper of the present moment is clearly one of reassessment. External conditions affecting libraries are changing. The National Commission on Libraries and Information Science has developed a program which will require action in Ohio. It is time for re-evaluation: If the most effective use of information resources and maximum return for funds invested in them are to be achieved, common goals, objectives, methods and standards are needed now for the coordinated development of information facilities throughout the state.

The purpose of this paper is to provide Institute participants with background information for an overall picture of the status of Ohio's libraries and the environment in which they function, and thereby contribute to a constructive and well-informed participation in the Institute's proceedings.

2. OHIO: A MINI-VIEW

Before considering Ohio's libraries it may be well to consider factors which directly affect those libraries -- Ohio population, economy, and government.

2.1 Population: As of July, 1973 the population of Ohio totalled 10,731,000 - a slight growth of 0.7% from the 1970 census figure. Among the fifty states, Ohio ranks 6th in population, although only 35th in land area. West of the Appalachian mountains, only Hawaii and Indiana are smaller in square miles.

Population density is 271 persons per square mile, compared to a national average of 50 per square mile. The state's population is 75% urban and 25% rural. According to the definition in the 1970 census, urban population comprises all persons living in urbanized areas and in places of 2,500 inhabitants or more outside urbanized areas. Ohio's 8 largest cities (Cleveland, Columbus, Cincinnati, Toledo, Akron, Dayton, Youngstown and Canton) and the counties in which they are located have a total population of 5,876,951 (approximately 55.2% of the state's total population). The following chart provides comparative population figures for Ohio's major cities and the counties and the Standard Metropolitan Statistical Area (SMSA) in which they are located:

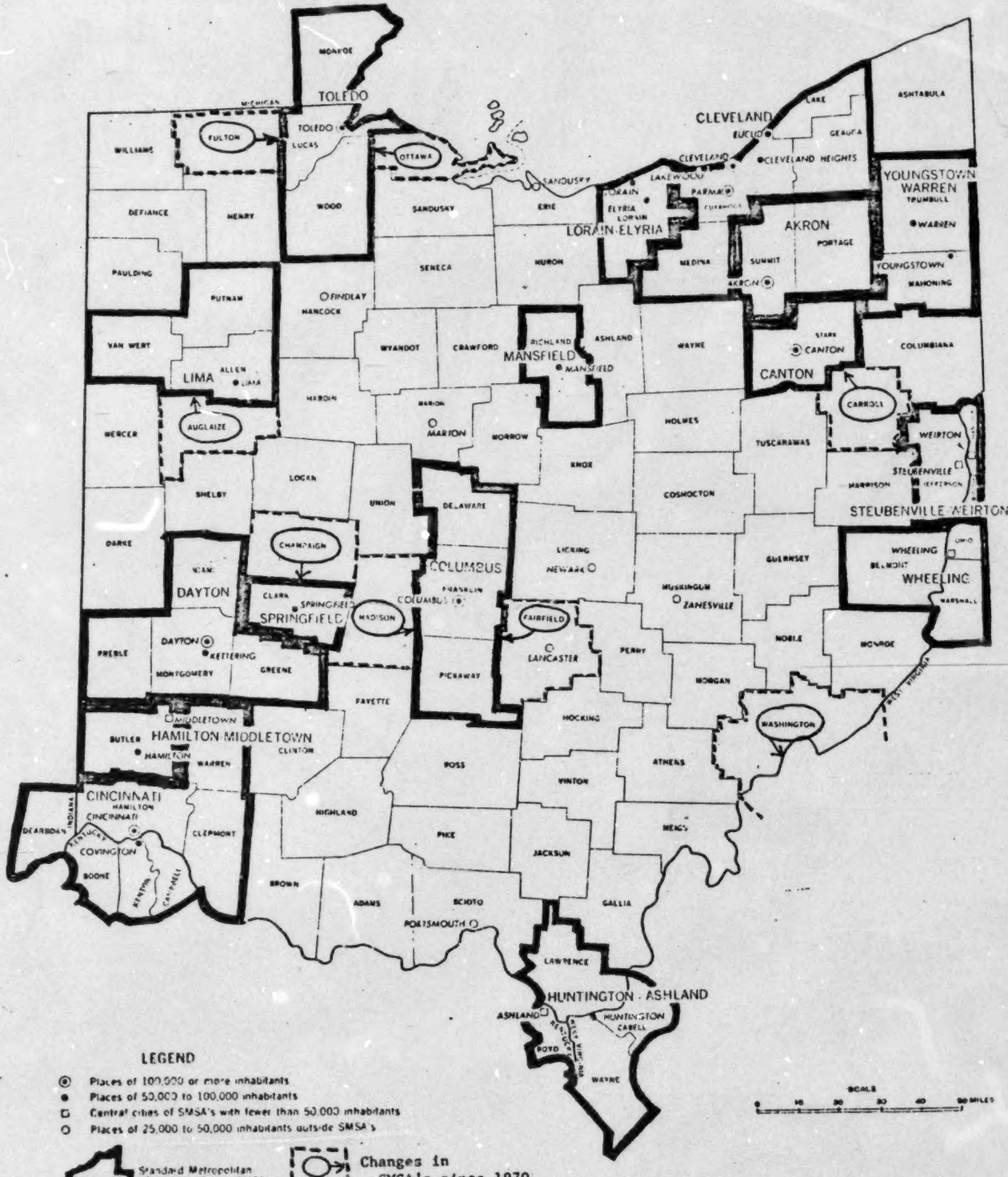
Table 1. POPULATION DATA

City	City Population	County	County Population	SMSA* Population
Akron	275,425	Summit	553,371	679,239
Canton	110,053	Stark	372,210	372,210
Cincinnati	452,524	Hamilton	924,018	1,384,851
Cleveland	750,903	Cuyahoga	1,721,300	2,064,194
Columbus	562,000	Franklin	912,110	1,100,175
Dayton	243,601	Montgomery	606,148	850,266
Toledo	383,818	Lucas	484,370	682,571
Youngstown	139,788	Mahoning	303,424	536,003
Totals	2,918,112		5,876,950	7,679,509
Statewide %	27.4%		55.2%	72.1%

* SMSAs as designated in 1970

Significant population concentrations have led the U.S. Bureau of Census to identify 14 Standard Metropolitan Statistical Areas (SMSAs) as predominantly Ohio-centered, and three others (Huntington-Ashland; Wheeling; and Washington County-Parkersburg) which include Ohio counties. The following map shows the 16 SMSAs used in the 1970 census. Since that time the Washington County-Parkersburg (West Virginia) area has been designated as a SMSA and the Canton, Columbus, Lima, Springfield, and Toledo area SMSAs have been enlarged by a total of seven counties. These will affect 1980 census data.

Counties, Standard Metropolitan Statistical Areas, and Selected Places



Within the state, Ohio's 88 counties had significant differences in total population change and in-migration during the 1970-1973 period, ranging from a decline of 4.5 percent for Cuyahoga County to an increase of 11.1 percent for Adams county. Only 9 counties had declines in population, while 20 showed increases of 6-11 percent; the remaining 59 counties had increases of less than 6 percent. When births and in-migration are added together, the fastest growing geographic division of the state is Central Ohio.

Perhaps the most noteworthy population trend in the state in the early 70's has been the reversal of the stagnation in the population of the Appalachian area. The Appalachian division was the only area of the state with a substantial in-migration in the 70's - an increase of 2.2 percent for the 1970-1973 period, compared to a marginal 0.7 percent in Central Ohio. The Northwest Division had a marginal out-migration of 0.4 percent while Northeast and Southwest Ohio had significant out-migration for the period of 3.3 and 2.5 percent, respectively.

Nationally, Ohio's population growth rate ranked 48th in the period from 1970 to 1973, with only Washington and New York showing less increase. Ohio had the highest rate of out-migration to other states in the nation.

2.2 Economy. Ohio was originally a farm state, but today ranks among the leading industrial states in the nation. It stands 3rd, after New York and California, in the total value of manufactured products. Annually, manufacturing now accounts for over 90 percent of the value of all goods produced in Ohio. Agriculture provides about 6 percent of the state's total value of all production while mining constitutes the 3rd largest area of productivity. Total income generated by industry in 1971 was $24 billion.

Several natural advantages have helped Ohio become a great manufacturing state. Ohio has an abundant supply of water and large deposits of coal and salt. Its central location, near raw materials and major markets, has helped attract many large industries.

Ohio has approximately 1.3 million of its residents engaged in industrial production, over 1/3 of its total labor force. It leads the nation in production of such transportation equipment as bus and truck bodies and truck trailers. No other state manufactures more machine tools or rubber products. Ohio also leads in the manufacture of clay and glass products.

The production of non-electrical machinery is a major element of Ohio manufacturing activity. Cincinnati leads all U.S. cities in manufacture of machine tools. Dayton makes more cash registers than any other American city. Toledo has the largest factory in the U.S. producing weighing scales.

In the manufacture of primary metals, especially iron and steel, only Pennsylvania's production is greater among the states.

Although Ohio is considered primarily a manufacturing state, farmlands that make up part of the great midwestern Corn Belt stretch across much of Ohio. The state harvests large crops of corn, soybeans, and wheat.

Vineyards of grapes dot the shores of Lake Erie. The state was 14th in the U.S. in earnings from agricultural products in 1972.

Ohio has about 17 million acres of farmland, and a farm population of about 371,000. Approximately two-thirds of Ohio's land is farmed. In recent years, however, as increasing numbers of farmers move to the cities, the trend is toward fewer and larger farms. In the 60's, for instance, the total number of Ohio farms dropped from 140,000 to 111,000 and the average farm size grew from 132 to 154 acres. Agriculture in Ohio provides an annual income of about $1.5 billion. The most valuable farm activity is the raising of meat animals (Ohio ranks among the leading hog-raising states) with dairy farming the state's 2nd-ranking agricultural activity.

Mining provides an annual income of about $600 million. Coal is the greatest source of this income. Ohio was the 14th-ranked mining state in the nation in 1970.

Ohio also ranks high in the production of non-metallic minerals. The state leads in the production of building sandstone, providing about 2/5 of the country's supply. It provides about 2/3 of all limestone used in the U.S. to make glass, and the state could supply the U.S. with all the salt it needs for thousands of years.

Overall, the state's reliance upon heavy industry makes it particularly vulnerable to serious economic slumps during pericds of recession.

2.3 Government. Chio's state and local governments are similar to those in other states. The township, Ohio's oldest form of government, remains a viable form, though the number of townships is diminishing as they are annexed into municipalities or as newly incorporated villages assume township functions. There are approximately 1491 townships, 800 villages, 200 cities, 88 counties in Ohio. City stature is reached automatically after a community acquires a population of 5000 or more. A township may choose to incorporate as a village by voting upon a petition submitted by the township trustees.

Accerding to the Auditor of State, in FY 1974 revenues of Ohio's state government exceeded $4.8 billion--approximately 21 percent of which came from federal funds. Expenditures amounted to about $4.7 billion, of which 27% was for education subsidies; 18% for health and welfare subsidies; 15% for other subsidies; 19% for state government operations; 10% for capital improvements, including highways; and 11% for all other expenditures.

2.4 General Observations: Ohio continues to reflect trends in the rest of the U.S. in its increasing concentration of population, it its loss of population from farms that at the same time are becoming more productive, in the growing problems of the inner cities, and the concern for the quality of the environment. Northern Ohio is already considered as part of an urban agglomeration stretching west to Chicago, east to Buffalo, Pittsburgh and New York. Similar concentrations have begun to develop through Central Ohio around Columbus, along the Ohio River, and the Miami Valley from Dayton to Cincinnati.

2.5 An Overview: Ohio's Libraries - A System or Systems?

Ohio's library resources and services are sometimes called a statewide system. Actually, the more than 2700 libraries form a complex of autonomous systems and sub-systems. They range from a library of more than 3 million books staffed by specialists to a storefront collection maintained by a part-time staff member, and from a school library media center in an elementary school to the major collections of universities or research institutions.

Within this "universe" of nearly 3000 libraries, there are variations in governance, patterns of financial support, and service programs as well as in size. It is in this context that institutional decision-making and autonomy are major concerns.

There are historic and political reasons for the autonomous nature of libraries and library systems. For instance, the single amendment to S.B. 262, the 1969 legislation authorizing the Ohio Library Development Program, affirmed that "Nothing pertaining to the organization and operation of an area library service organization shall be construed to infringe upon the autonomy of any public library board of trustees." Similarly, prized traditions of autonomy in educational institutions have an impact on school and university libraries.

Yet the cooperative developments of the past 7 years in the Ohio Library Development Program, the Ohio College Library Center, regional consortia, and a variety of locally initiated cooperative arrangements indicate that many Ohio libraries are ready to share resources

where such sharing makes sense. Decisions to cooperate have been made by participants in response to their own needs and motives. These decisions on interlibrary cooperation -- and decisions not to cooperate -- are made at several different levels within the complex of Ohio library systems and sub-systems. These include:

Libraries in 113 colleges and universities. There are 12 public supported universities each of which is governed by a board of trustees. The 48 two-year public supported campuses and 53 privately supported institutions each has its own structure for governance.

The nine-member State Board of Regents is charged with the responsibility for the development of higher education in Ohio. The law requires the Board to formulate a master plan for higher education in Ohio and report annually to the Governor and the General Assembly. For state institutions of higher education the Board approves or disapproves the establishment of new branches or academic centers or technical institutes; approves new degrees and degree programs; assists in making the most effective use of existing facilities and personnel; and recommends programs which should be offered. It also presents recommendations for a state financed capital planning program for higher education, the establishment of new State institutions of higher education, and legislative appropriations for higher education.

While Ohio universities have a strong tradition of institutional autonomy, it is apparent that policy decisions on higher education and its financing, which inevitably affect libraries, are made at several levels.

44 Institution Libraries. The 44 libraries in Ohio's 50 state-supported institutions include those in mental hospitals, adult correctional facilities, juvenile correctional institutions, institutes for the mentally retarded, Schools for the Blind and for the Deaf, an orphanage, and the retired Soldiers' and Sailors' Home.

Twenty-seven institutions are administered by the Department of Mental Health and Mental Retardation, 8 by the Department of Correction and Rehabilitation, 11 by the Ohio Youth Commission (OYC), 2 by the State Department of Education, and 2 are independent.

In individual institutions, responsibility for the library is assigned to any one of several organizational units. In mental hospitals, the library is the responsibility of the Activity Therapy Department; in the OYC it is part of the Education Department, as it is the case with the Schools for the Blind and for the Deaf and the one orphanage; in Corrections, the library is uaually the responsibility of the Associate Superintendent for Treatment, although in some cases the Director of Education may be in charge.

While this description is limited to those institutions which are state-supported, it is recognized that there are also residential institutions in each county. Decisions on programs and resources for these institutions are made locally.

249 Public Libraries (with 386 branches and 82 bookmobiles). These range in size from the 3,150,000 volume collection in the Cleveland Public Library, one of the great research libraries in the nation, to the 5600 books in the Alger Public Library in Hardin County. Each of these 249 public libraries is goverened by a locally appointed board of public library trustees. Ohio's library laws give public library trustees broad authority to provide library services. The trustees determine the objectives and programs of the library systems for which they are responsible and have complete freedom in the selection of staff and determination of policy. Ohio's system of public library finance, which is unique among the states, tends to strengthen the position and responsibility of public library trustees inasmuch as it removes some of the fiscal constraints under which public library boards in other states must operate.

Public libraries in 73 counties participate in some kind of formal interlibrary cooperation on a multicounty basis. Twelve libraries in 11 counties formed Ohio's first Area Library Service Organization (ALSO in 1973 and receive State subsidy funds for ALSO operation. Another 149 public libraries in 62 counties have organized 9 multicounty cooperatives, assisted by Federal Library Services and Construction Act funds granted by the State Library Board. Multicounty cooperatives (MCCs) include more than public libraries: 14 libraries of other types were participating in MCCs as of June 30, 1975.

1981 School Library/Media Centers in 4192 public schools and 780 privately supported schools. As in the case of universities, school libraries are a part of a system. The authority for Ohio's public school operation rests with the General Assembly. A 24 member elected State Board of Education has primary responsibility for statewide educational policy. The direction, administration and the financing (which is shared by the State and local government taxing units) of the public schools is delegated to the 617 individual school districts in the State. These 617 boards of education are responsible for approximately 4200 school buildings in the State, including 742 high schools, 32 vocational schools, 281 junior high schools and 3169 elementary schools. An additional 134 high schools and 647 elementary schools in Ohio are privately supported.

While school library development has traditionally centered at the building level, recent developments in educational administration, consolidation of school districts, and the influence of federal funds made available under the Elementary and Secondary Education Act (ESEA) have resulted in the appointment of school library supervisors and increased development of centralized services.

There are both state and regional accrediting standards. Those established by the State Board of Education have an impact upon all school libraries, and the standards established by the North Central Association of Colleges and Secondary Schools directly affect secondary school library services.

The appointment of a Supervisor of libraries within the Division of Elementary and Secondary Education in the State Department of Education in 1970 provided a focus for attention to school library planning and development at the State level. The efforts of school librarians and some $35 million in ESEA Title II funds have helped many schools move library service from a "classroom corner" to a well-organized central library.

315 Special libraries in private organizations, such as corporations and associations, and in publicly supported government agencies. These libraries include both tax and privately supported collections and information centers, such as those of Libbey-Owens-Ford, the Ohio Agricultural Research and Development Center, Cleveland Art Institute, Battelle Memorial Institute, The State Library of Ohio, The Rutherford B. Hayes Library, and such federal government libraries as the Federal Reserve Bank of Cleveland and U.S. Veterans Administration Center in Dayton. Collection and service policies are determined by the institution of which the library is a part.

The State Library, the principal reference library for state government, and a major reference and interlibrary loan service for other Ohio libraries. Section 3375.01 of the Ohio Revised Code assigns to the State Library Board responsibility for "a statewide program of development and coordination of library services" and delineates specific responsibilities of the State Library Board and the State Librarian. These include the responsibility to accept, receive, administer and expend money and other resources from public and private sources, including the federal government, for "the improvement of public library services, interlibrary cooperation, or for other library purposes" and to "encourage and assist the efforts of libraries and local governments to develop mutual and cooperative solutions to library service problems and to recommend to the Governor and to the General Assembly such changes in the law as will strengthen and improve library services and operations."

Section 3375.02 of the Ohio Revised Code defines the State Librarian's responsibilities, which include furnishing technical assistance advice and assistance to libraries, State, local and regional agencies, planning groups, and other appropriate agencies and organizations. The responsibilities of the State Librarian also include carrying out continuing studies and analyses of library problems; the collection, compilation and publication of statistics and information on libraries; and assistance and cooperation with agencies "in carrying out programs involving library service." Library operations are coordinated with the services of the Library Development Division, which is responsible for the development, coordination, and improvement of library services on a statewide basis.

No overview of the Ohio library situation could be complete without mention of the Ohio College Library Center (OCLC). OCLC was incorporated in 1967 to increase "availability of library resources for use in educational and research programs of Ohio colleges and universities." In 1973 membership was opened to other Ohio libraries. Today OCLC includes 577 participating libraries of all types in 35 states and the District of Columbia. Ohio's membership includes 55 post-secondary libraries, 17 public libraries, The State Library of Ohio, and 10 other libraries. The principal economic goal of the Center is to lower the rate of rise of per-unit library costs, while increasing availability of library resources.

2.6 Ohio Library Users

Most of Ohio's nearly 11 million residents require the information and materials supplied by libraries for their studies or jobs, and for the decisions of everyday life. Their libraries serve as cultural centers, sources for recreational reading and film-viewing, and important information and referral resource centers.

New demands for library service spring from many sources, including changes in teaching and learning methods in schools and the expansion of

adult continuing education. The needs for library service are equally great among Ohio's 2.6 million rural residents and among those 8.1 million who live in metropolitan areas.

Library users (and potential users) include* --

2.5 million students in elementary and secondary schools
384,000 college and university students
18,000 students in technical schools
865,000 adults whose work in the professions, or government requires specialized information
35,000 residents of state-supported institutions, such as correctional or health agencies
1 million disadvantaged persons whose income is below the poverty level
394,000 physically handicapped persons unable to use conventional library materials
2.6 million rural residents of the 53 counties which have limited library resources
1.4 million persons of limited English speaking ability

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* The numbers used here will not, if added, equal the total population of the state and, like patterns established by library users, the groups overlap. The overlap in part derives from the concept of "target groups," which relates to the need for a library or organization to identify specific groups of people before it can assess their needs or develop service programs to meet these needs. Each library can identify target groups within its service community.

3. EXAMINATION OF LIBRARY RESOURCES AND SERVICES

3.1 General Observations:

Considered as a whole, the libraries of Ohio appear to constitute an impressive system. The table below summarizes the aggregate statistics of the state's libraries in 1974. Following the table are separate sections with more detailed information on academic, institution, public, school, and special libraries.

Table 2. SUMMARY OF OHIO LIBRARY STATISTICS, 1974

Type of Library	Number	Total Volumes	Number Volumes Added	Total Staff	Total Professionals	Expenditures				
						Total Operating	Salary	%	Materials	%
Public Libraries	250	26,899,306	1,422,712	5,099	1,012	$59,054,181	$33,033,411	55.9	$9,131,182	15.4
Public School Library/Media Centers	1,828[a]	21,939,048			1,918[b]	35,639,741[a]	18,718,179[a]	52.5	11,939,731[a]	33.5
Libraries in Post Secondary Educational Institutions	115	17,430,308	886,208	1,872	741	32,704,872	14,486,349	44.3	9,734,333	29.8
Institutions	44	249,857	21,238	37	7	363,773[c]	265,940[c]	73.1	73,223[c]	20.1
Special	123[d]	2,567,404	56,251	320	110	3,235,941[e]	1,845,808[e]	57.0	966,675[e]	29.9
The State Library[f]	1	1,214,470[g]	34,295	145	30	1,933,395[h]	1,377,828	71.3	261,934	13.5
TOTALS	2,361	70,300,393	2,420,804[i]	7,473	3,818	$132,931,903	$69,727,515	52.5	$32,107,078	24.2

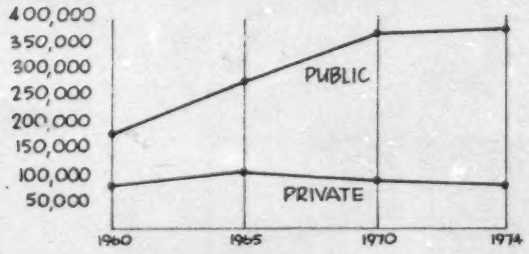
a. Total number of school library media centers and total volumes are estimates for elementary and secondary schools; fiscal data are for secondary school library media centers only.
b. Professionals are those persons certified by the State Department of Education as librarian or media specialist.
c. Fiscal data are based upon reports from 26 libraries for fiscal year 1974.
d. Represents a drop from 1973 because listings and data in the 1975 DIRECTORY are based upon reports filed in response to current questionnaire; no listings were automatically carried forward from previous years; the American Library Directory, 29th Edition (R.R. Bowker Co.), lists 315 special libraries in Ohio.
e. Fiscal data are based upon reports from 38 libraries.
f. Statistics are based upon fiscal year 1974.
g. Includes field unit holdings which are not included in book stock holdings reported on page 103.
h. Includes Library Development and functions other than library operation.
i. Data for school library media centers are not available.

Source: 1975 Directory of Ohio Libraries

3.2 Academic Institutions in Ohio

At the present time, Ohio ranks 7th among the states in the number of accredited colleges. The 113 institutions of post-secondary education may be categorized as follows: 12 state-assisted universities and their 21 branches; 5 community colleges; 17 technical colleges; 3 state general and technical colleges; 2 colleges of medicine; and 53 privately supported institutions. The decade of the 1960's witnessed a general rise in the number of academic institutions, a phenomenon which was greatly slowed in the first half of the present decade, with the notable exception of the 2-year campuses, which have seen their greatest increase in the 70's. The following graph illustrates the growth of student enrollment in academic institutions from 1960 to 1974:

STUDENT ENROLLMENT IN HIGHER EDUCATION, OHIO, 1960-1974



While the number of students attending Ohio's academic institutions has more than doubled during this period, it is obvious that this growth has been almost completely within the public-supported institutions. Although today's private college enrollment is within 9 percent of its 1960 level, that enrollment now constitutes less than one-quarter of the total number of students enrolled in higher education in Ohio. The percentage of students attending privately supported colleges and universities has declined every year since 1951.

The following table analyzes this data to indicate that within the

public sector of higher education in Ohio it is the 2-year institutions which are showing the greatest growth:

Table 3. ENROLLMENT BY TYPE OF ACADEMIC INSTITUTION, 1960-1974

	1960	1965	1970	1974
State Supported Universities	86,616	144,267	218,818	224,552
Community Colleges	-	11,427	25,947	43,913
Technical Colleges	-	-	7,009	17,441
Branch Campuses	9,361	18,238	27,586	21,924
Privately Supported Schools	79,034	101,841	94,062	85,019

In May, 1974 the Citizens Task Force on Higher Education cited the need for increased state funding for its public colleges and universities, noting the following:

.. Ohio lags almost 10% behind the national average of high school graduates going on to higher education.

.. Ohio would have to add 13,000 student to its enrollment merely to equal the 5 poorest states in the percentage of population enrolled in public higher education (Ohio enrollment/population equals 2.79%). Ohio would have to increase enrollment by 80,000 students to reach the national enrollment average of 3.55%.

.. Combined enrollments for Ohio's private and public institutions do not equal the national average. Combined enrollments for Ohio are 3.68% of the total population, while the national average is 4.56%. While the nation is adding 125 students a year per 100,000 population, Ohio is adding only 40.

.. Ohio stands 48th (a drop from 43rd in 1969-70) in its per capita expenditure on higher education - an inadequate situation for a state that ranks 15th in the nation in per capita income.

... Ohio ranks poorly with other states in the funding for higher education standing 34th in the percentage of total state revenues appropriated. The higher education portion of the state budget was 13.1% as compared with 17.8% (Big Ten States), 14.6% (Great Lake States), 16.2% (Ohio Border States), 15.7% (Five poorest states) and 17.7% (U.S. average).

3.21 Library Service in Ohio's Colleges and Universities.

Having briefly considered higher education in Ohio, it is now appropriate to focus on Ohio's academic libraries. The two tables below highlight Ohio's physical and human resources in academic libraries (Table 4) and the costs of maintaining and expanding these resources (Table 5). The comparison is made with five other North Central and Industrial states (using data from the National Center for Educational Statistics for the most recent year available).

Table 4. ENROLLMENTS, LIBRARY RESOURCES AND PERSONNEL, FALL 1971

State	FTE Enrollment	Vol Holdings	Vols Added	Serial Titles	Professional Staff	Non-Profess. Staff
Ill.	367,868	21,711,449	1,498,219	162,464	1142	1649
Ind.	169,294	9,480,562	697,878	84,552	513	622
Mich.	307,724	13,685,331	1,030,866	119,874	761	990
Ohio	325,944	15,988,242	1,155,766	144,754	848	1173
Penn.	350,825	20,811,557	1,476,401	180,905	1248	1571
Wis.	177,545	7,740,255	640,764	84,833	474	411

Table 5. EXPENDITURES, FALL 1971

State	Total Expenditures	Salaries	Wages	Library Materials
Ill.	$42,535,044	$19,431,292	$4,790,296	$13,666,302
Ind.	17,185,610	7,940,952	1,385,434	5,802,815
Mich.	28,134,835	17,369,372	2,561,419	8,005,496
Ohio	30,057,258	13,995,507	2,459,414	9,928,989
Penn.	41,792,705	20,285,881	2,898,041	14,250,937
Wis.	15,898,941	7,379,505	1,307,563	5,657,385

Ohio academic libraries rank third of the seven states in total expenditures, fourth in expenditures for both salaries and wages, and third in expenditures for library materials. Although these gross totals would appear to place Ohio in a relatively favorable position, another analysis suggests a less postive evaluation of Ohio's relative academic library status.

In 1970 Downs and Heussman* collected data from 50 of the "best" academic libraries in the United States and Canada for 1968 and 1969. Using these figures of the "best" libraries as a standard, six key indicators have been selected for comparison with statistics from Ohio's 12 publicly supported universities:

Table 6. COMPARISON OF DOWNS' SURVEY WITH STATE-ASSISTED UNIVERSITY LIBRARIES IN OHIO

	50 Selected Best U.S. and Canadian Libs	12 Ohio 1969/70	12 Ohio 1971/72	12 Ohio 1973/74
. Average expenditure per student for all library purposes	$142.01	$64.23	$76.82	$82.07
. Average expenditure per student for library materials and binding	$ 47.94	$25.14	$27.58	$24.51
. Average number of volumes per student (excluding microforms)	99.99	34.67	38.02	41.97
. Average number of current periodical titles per student	.72	.23	.38	.48
. Average ratio of professional staff to students	1:224	1:530	1:698	1:599
. Average ratio of total staff to students	1:82	1:231	1:203	1:204

* Robert B. Downs and John W. Heussman, "Standards for University Libraries," College and Research Libraries, v. 31, pp. 28-35. January 1970.

From this comparison the following conclusions may be drawn:

(1) The average expenditure per student in a state supported university for all library purposes in 1974 was still only 57.8 per cent of the Downs' 1969 standard, and that for library materials and binding was only 51.1 per cent of that standard;

(2) The average Ohio student had only 42 percent of the library materials available compared to his more fortunate counterpart attending a university in the national sample;

(3) The average Ohio student could consult only 67 percent of the current periodical titles available to his counterpart in the universities surveyed by Downs;

(4) The average student in the national sample was nearly three times as likely to receive needed professional assistance as the average Ohio student.

3.22 Major changes affecting academic libraries. Major developments have taken place in academic libraries since 1967, the year OCLC was formed. OCLC has pioneered in the development of a computerized, user-oriented library system which aims at improving efficiency of library use and operations, increasing availability of library resources, and facilitating access to information in libraries. The principal accomplishment to date has been the inauguration in 1971 of the on-line shared cataloging system, resulting in prfound changes in traditional library cataloging procedures, consequently reducing expenditures and freeing professional staff for other library operations.

As OCLC improves its capabilities, its members will have access to a serials control system, improved interlibrary loaning facilitated by the ability to transmit requests over the system's computer, and a remote access circulation control system. OCLC achieves 2 important functions: first, by introducing technology to previously manually performed library operations, it allows significant cost savings at a time of tightening finances; second, each cathode ray tube terminal connects participating libraries to the central computer data bank creating, in effect, a union catalog which greatly increases bibliographical control and availability.

Other important developments involving academic libraries include:

(1) Expanded use of other machine readable data bases and development of systems based upon computers. The automated circulation system, the Mechanized Information Center (MIC), and the use of the Randtriever system in the Medical Library at The Ohio State University libraries have drawn the attention of librarians across the nation.

(2) Organization of the Inter-University Library Council-Reference and Interlibrary Loan Service (IULC-RAILS). The purpose of the RAILS network is to provide access to the collections of The Ohio State University Libraries for the other 11 state assisted universities by means of interlibrary loans, photocopy and reference service.

(3) Regionalization of Higher Education. The Ohio Board of Regents issued 5-year Master Plans in 1966 and 1971. The result has been a dramatic change in the shape of higher education in Ohio as "extension" programs by colleges became branches with full physical campus facilities; new technical colleges were opened; a special 2-year "state general and technical college" was developed. The major goal in this rapid expansion was to guarantee each citizen of Ohio the opportunity to participate in a broad range of 2-year programs, including traditional college courses at the interlibrary level, technical programs leading to several career alternatives, and continuing education for career, professional and personal development. A new 5-year Master Plan is scheduled for release in 1976.

Steps toward relating the university branch campuses and technical colleges (as in the case of the Muskingum Area Technical College and the Zanesville Branch of Ohio University in which the two institutions share one library building, or the developments in Portsmouth where the university branch and the technical college merged to form an entirely new institution) and experiments in relating community college districts

with private institutions as in the Gallia County agreement with Rio Grande College to provide a 2 year program to students of the area, may indicate a trend toward regionalization of higher education in Ohio.

(4) Development of Resource-Sharing Plans. Academic libraries have become active partners in various efforts to increase access to library resources. Six academic libraries are among the 16 members of the Library Council of Greater Cleveland which coordinates the Cleveland Area Interlibrary Network (CAIN), a reference, photocopy, and interlibrary lending program. Thirteen seminaries and religion study institutions form the Consortium for Higher Education Religion Studies (CONRAD) which provides interlibrary lending, an Ohio seminaries union list of serials, and a union list of standing orders. Other cooperative activities in which academic libraries play an important part are the Committee for Library Cooperation (involving the University of Toledo and Bowling Green State University), the Greater Cincinnati Library Consortium (involving 14 academic libraries), and the Northeastern Ohio Major Academic Libraries (NEOMAL).

(5) Changed Personnel Situation. Professional staffing of the academic libraries increased from 561 in 1968 to 830 in 1973, and decreased to 744 in 1974. The total number of personnel, professional and non-professional, has risen from 1288 in 1968 and 1880 in 1974. There have been considerable changes since 1969 in top level administrators. Of the 12 state assisted universities, 9 have had new directors.

(6) New Construction. A large number of Ohio academic libraries have successfully completed major library building programs. Nine of the 12 state-assisted universities have completed new main libraries in this period and new buildings or major additions are

planned or underway in the other three. Similarly, branch campuses, community colleges, and many privately supported colleges completed new library buildings.

(7) Declining rate of growth in student enrollment. As enrollment slows, library budgets are reduced.

(8) Direct faculty, and in some instances, student borrowing privileges. Many academic institutions have opted for a policy of providing full library services to faculty from other Ohio institutions. Increasingly, these privileges are also being extended to graduate and undergraduate students upon presentation of student identification. In addition to providing expanded access to the state's library resources, such procedures may in turn have a significant impact upon interlibrary loan patterns and the expenses involved.

3.3 Institution Library Services

The state of Ohio provides library service through 44 institution libraries in 50 state-supported hospitals, correctional agencies and other facilities: 27 regulated by Department of Mental Health and Mental Retardation; 8 correctional institutions; 11 for juvenile corrections; 4 for aged, blind, deaf or orphaned persons. These institutions house some 35,000 people, their residencies ranging from a few days to life. Significant changes in treatment procedures in the mental health field are placing reduced emphasis upon institutionalization and giving greater attention to community care, thus tending to reduce the number of patients in mental health facilities. At the same time, the Ohio Youth Commission must contend with a rising population of juvenile offenders. The Department of Rehabilitation and Correction also has recorded an increase in the number of persons in the state's adult correctional institutions.

Until the late 1960's library service in these settings was virtually non-existent. Libraries had no, or at best low, priority in the institution scheme. Where a "library" did in fact exist, the collection was comprised mostly of castoffs, old and unrelated to the informational, recreational and educational needs of patients or inmates. Physical facilities were drab, small rooms, sometimes inaccessible to a large proportion of the inmates. Lighting was poor and equipment was lacking.

Few institutions had a librarian. Where a "librarian" was assigned, he generally had no library training, and did not enjoy prestige in the institution.

In 1966, with LSCA Title IV-A, the State Library of Ohio began an intensive program to improve library services in institutions. The succeeding 8 years have been characterized by three basic thrusts: provision of professio consultant services, grant programs, and in-service training programs.

Fifty-seven library improvement grants, totaling $427,090, were made to institutions between 1968 and 1975. These funds have been used to purchase books ($317,207 matched by $135,371 from the institutions), and equipment ($30,377 matched by $48,000 from the institutions). Materials collections have been improved in 20 mental health hospitals, 7 adult corrections institutions, 7 youth facilities, 1 mental retardation institution and 1 orphanage. In several institutions, such as Massillon State and Longview State Hospital, and the Ohio Reformatory for Women, funds have been used to improve the physical facility of the library by purchasing shelving and furniture. Grants have encouraged the development of services that support the total institutional programs for rehabilitation. Some of these library services include reading guidance, film programs, servic to isolated residents, discussion groups, reading and writing skills,

and tutorial programs. Today, 11 institutions employ professional librarians. In fiscal year 1974, 26 institutions reported total expenditures of $363,773, slightly more than 91% of which was from state funds. Personnel expenditures totalled $265,940 (73%) of this, all of which was from state funds. Materials expenditures totalled $73,223 (20%), of which $31,298 or 43% was from LSCA funds.

3.4 Public Library Services.

The summary of Ralph Blasingame's 1966-67 survey* pointed out that "residents in some of Ohio's cities use public libraries which are among the best in the country. Strong book collections which were built over decades and highly trained professional staffs combine to provide users with excellent service. The residents of many small and moderate-sized communities, however, lack this superior service".** Important changes have taken place in Ohio public libraries, particularly in the area of regional cooperation, since that survey and the enactment of the Ohio Library Development Program (OLDP) by the General Assembly in 1969. The following table provides a comparison of selected types of data on public library resources and services for the years 1970 through 1974:

Table 7. STATEWIDE SUMMARY, PUBLIC LIBRARY STATISTICS, 1970-1974

	1970	1971	1972	1973	1974
Number of Tax Supported Libraries	252	252	251	251	250
Number of Volumes	25,214,192	25,904,077*	26,426,453*	26,666,793	26,899,306
Number of Volumes Circulated	59,022,233	59,704,224*	59,819,008	57,968,771	58,512,448
Total Intangibles Tax Collection	$54,990,069	$57,217,757	$58,638,227	$61,291,791	$65,248,547
Total Intangible Taxes to Libraries	$45,937,969	$49,353,142	$51,082,016	$53,605,199	$57,981,404
Percent of Intangibles to Libraries	83.5	86.2	87.0	87.0	88.0
Total Tax Income of Libraries	$46,958,752	$50,406,009	$52,158,980	$54,815,301	$59,520,702
Total Library Income	$51,352,450	$57,293,193*	$58,730,456	$63,689,360	$68,789,731
Library Expenditures for Salaries	$28,262,975*	$28,845,197*	$30,177,116	$31,028,181	$33,033,411
Percent of Expenditures for Salaries	59.4	56.5	57.4	56.4	55.9
Library Expenditures for Books	$7,793,705*	$8,358,914*	$8,216,433	$8,518,624	$9,131,182
Percent of Expenditures for Books	16.4	16.4	15.6	15.5	15.5
Total Library Expenditures	$49,642,333*	$53,689,900*	$56,761,529	$60,993,489	$64,604,553

*Incomplete. Some libraries failed to report.
Circulation figures are not comparable from year to year because of changes in the circulation count.

Source: 1975 Directory of Ohio Libraries

* Ralph Blasingame, Survey of Ohio Libraries and State Library Services, Columbus, The State Library of Ohio, 1968. 187p.

** Highlights, Survey of Ohio Libraries and State Library Services. Columbus, The State Library of Ohio, 1968. p.4

3.41 Comparison of Selected Types of Data.

Several interesting observations can be drawn from these data:

(1) The number of tax supported libraries or library districts is relatively small, and is decreasing as a result of consolidations. This is principally the result of the 1947 law which prohibited the creation of additional library districts. The number of library districts has dropped from 270 in 1966, the year of the Blasingame survey, to 249 in 1975 (one less than in 1974).

Generally speaking, "larger units of service" in public library organization indicate a healthy trend. Ohio's 249 local library systems for a population of 10.5 million provides a ratio of approximately 1:42,000 as compared with a U.S. ratio of 1:26,560. This ratio is substantially better than those in Indiana (1:22,208), Illinois (1:20,275), and Michigan (1:24,995).

(2) Library use, as measured by book circulation, is relatively high. Ohioans use their libraries heavily. Ohio per capita circulation (5.5) from public libraries consistently ranks above the national average of approximately four books per capita.

(3) Ohio public library operating expenditures ($6.07 per capita in 1974) are higher than in most states, but are substantially under those recommended in the standards of the Ohio Library Association ($9.00) and in data based on American Library Association standards ($11.50). National data on public library income and expenditures are incomplete and lacking in consistency, but based on the fragmentary data that are available, Ohio usually ranks within the top five states in public library expenditure.

(4) Inflation is cutting into library budgets. Total expenditures increased from $49.6 million in 1970 to $64.6 million in 1974, an increase of 30.6%. Inflation in the same period was 45%. Circulation remained fairly constant in the five years and if the other service "outputs" of Ohio libraries were relatively stable, the "cost" of this decreased purchasing power had to be absorbed through operational cost cutting.

(5) Public libraries have been fairly successful in maintaining the proportion of total expenditures directed toward purchase of books and library materials.

3.42 Major Changes

The major changes which have taken place in Ohio libraries since the Blasingame survey and the enactment of the OLDP include:

(1) Increasing uncertainty about the future of the intangibles tax, and its ability to support public library services. Enactment of a graduated state personal income tax in 1971 with a rate of .5 to 3.5% has focused additional attention upon the intangibles tax (with a 5% rate) and has highlighted attacks upon its alleged inequity. Four bills in the current session of the General Assembly would repeal this tax. The tax appears vulnerable when "tax reform" is discussed, and may be particularly vulnerable when the income tax rate is increased.

Throughout 1971 the library community was practically unanimous in defense of the intangibles tax. Since that time there has been increasing discussion of the need to find alternative methods of financing public library services. Part of this pressure comes from the fact that library costs have been increasing more rapidly than intangibles collections, and revenue from this source provides little room for growth:

Table 8. ALLOCATIONS OF INTANGIBLES TAX FOR LIBRARY SUPPORT

	1966	1970	1974
Counties at 100%	22	27	53
Counties at 90% or more	37	48	65
Intangibles allocation statewide	77%	83.5%	88%

Only 21 of the 88 counties allocate less than 88% of the intangibles tax to libraries.

(2) Dissatisfaction with the intangibles tax in the most populous counties of the State. Five of the eight most populous counties (Cuyahoga, Franklin, Lucas,

Stark, and Summit) in 1974 allocated 100% to libraries; Mahoning allocated 91%. Allocations in only two counties leave a substantial margin of potential growth: Hamilton, 56%, and Montgomery, 76%. This situation is substantially changed from that at the time of the Blasingame survey, and has caused more metropolitan librarians and trustees to question the adequacy of the tax, particularly since 1973. At the same time it is generally recognized that because of this "earmarked tax" and because of what is essentially a "county wide tax base" for all libraries, the major Ohio public libraries have not experienced the reductions in operating support which have taken place in such cities as Detroit, Newark, and New York, nor have they been affected by fiscal crises of the local city governments.

(3) Continuing problems with inequitable distribution of tax among counties, and within counties. Seventy-five percent of the state's total intangibles tax revenue is collected in a dozen counties. Public library income per capita is 11 times as great in the highest county ($9.) as in the lowest ($.81). In 76 counties the per capita income is less than the statewide average ($5.44) -- and in 32 counties it is less than $3. State and federal funds have been insufficient to equalize.

As counties allocate 100% of the intangibles tax to libraries, and as the combined budget requests of the libraries within a county exceed the anticipated collection, problems develop for both the libraries and the County Budget Commission. Allegations of inequitable allocation among libraries increase. Of the 28 appeals brought by libraries to the State Board of Tax Appeals from 1969 through 1974, 13 (46%) were instances in which one or more libraries were contesting allocations among libraries within the county.

(4) Increased attention to the possibilities of the property tax as a source of revenue for public library support. In 1974, six libraries in Cuyahoga County were successful in obtaining voter approval of operating levies, increasing Ohio's number of such levies to 17 (8 of which are in Cuyahoga County). For many years operating levies were considered almost impossible to secure except in unusual circumstances.

The militant stance Ohio libraries assumed in the 1950's to secure priority on the intangibles tax, and the practical problems some school district public libraries encountered in getting their levies on the ballot, led many people to believe the property tax practically closed off from libraries, but the successes of the mid 1970's may be disproving this. Enactment of SB 257 in 1975 facilitates the placing of library levies on the ballot, and in 1975-76 the Ohio Library Association and the Ohio Library Trustees Association are devoting a major effort to an educational program for librarians and trustees on the mechanics of securing voter approval of levies.

(5) Remarkable growth of interlibrary cooperation on a regional basis. Within a year after the enactment of the OLDP, public libraries in 34 counties were actively involved in advanced planning for library systems. The following table and map indicate the status of multicounty interlibrary cooperation by mid-1975.

Table 9. MULTICOUNTY COOPERATIVES AND OVAL, 1975

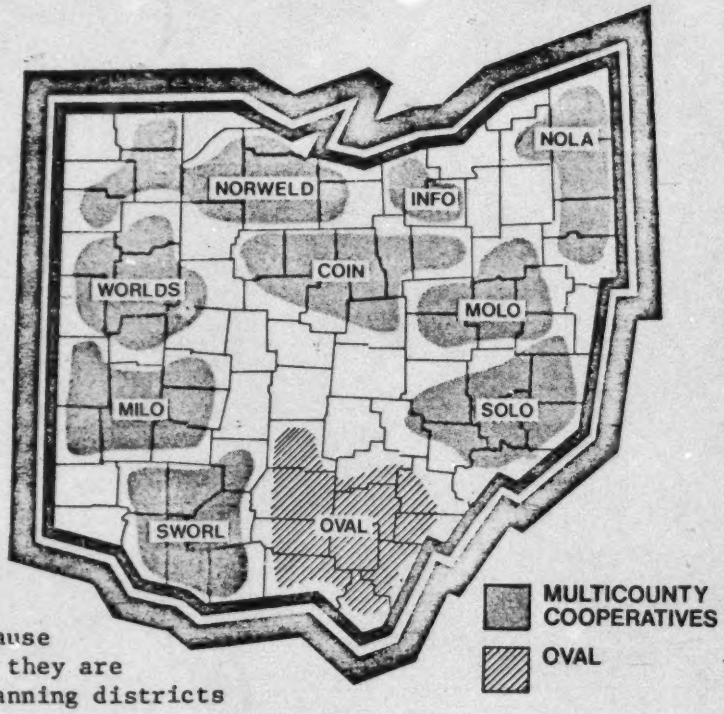
Name of Multicounty Cooperative and first ALSO		Resource Library	Participating Counties	Public Libraries in Area	Participating Public Libraries	Associate Member Libraries
COIN	• Central Ohio Information Network	Mansfield Marion Wayne County	8	19	15	0
INFO	• INFO, Lorain and Medina Counties	Lorain	2	9	9	1
MILO	• Miami Valley Library Organization	Dayton	7	23	17	0
MOLO	• Mideastern Ohio Library Organization	Canton	6	17	12	0
NOLA	• Northeastern Ohio Library Association	Youngstown	5	25	25	2
NORWELD	• Northwestern Library District	Toledo	11	41	34	0
SOLO	• Southeastern Ohio Library Organization	SEO Center	9	14	12	0
SWORL	• Southwestern Ohio Rural Libraries	Cincinnati	7	13	12	6
WORLDS	• Western Ohio Regional Library Development System	Lima	8	21	13	5
	Total		62	182	149	14
First ALSO OVAL	• Ohio Valley Area Libraries	Ohio University, Athens	11	13	12	0
	TOTAL		73[1]	195	161	14

[1]Harrison County is counted in MOLO and SOLO, but is counted only once in the statewide total

June 30, 1975

Multicounty Cooperatives and Ohio's first ALSO (OVAL)

The nine multicounty cooperatives and the Area Library Service Organization include 64% of the state's public libraries, and serve 46% of the state's population.



These cooperatives have been developed as a result of local initiative. The counties participating are self-selected in that neither the State Library nor the OLDP Steering Committee prescribed regions or combinations of counties. Cash sharing, required by the State Library Board as part of matching funds since FY 1973, has tested the commitment of participating libraries and appears to have strengthened planning and priority-setting. Because the MCCs were organized before 1973 they are not coterminous with the uniform planning districts designed by the Governor in that year.

Development of these cooperatives* has not been without its problems. Relatively small amounts of money have been available for this development. State Library Board grants for multicounty cooperatives and the Area Library Service Organization in the six fiscal years 1970 through 1975 total $2.7 million.

Table 10. GRANTS FOR MULTICOUNTY COOPERATIVES AND THE ALSO

Fiscal Year	(LSCA) Grants for Multicounty Cooperatives	(State) ALSO Grants
1970	$ 72,827	-
1971	301,336	-
1972	411,668	-
1973	195,669	$ 90,608
1974	385,695	278,732
1975	670,135	294,560

* Two forms of regional organization, the ALSO and the multicounty cooperative resulted from a policy decision that federal funds should not be used for ALSO operations, and that ALSO development should be financed with state aid funds. This decision was based upon discussions in the 1970 Ohio State University Library Standards and Planning Workshop and the advice of the OLA/OLTA Library Development Plan Steering Committee. Important distinctions emerged between the ALSO and the multicounty cooperative in matters of scope, financing, and legal organization: state funds are provided for the ALSO, which is intended to assure a full range of essential library services, and an ALSO Board is formed by the participating libraries under Sec. 3375.70 of the Ohio Revised Code. Multicounty cooperatives, on the other hand, are funded under short-term LSCA grants, are intended to meet one or more priority needs identified by the cooperating libraries, and are administered by one of the participating libraries under contractual arrangements.

(6) Tremendous expansion of, and radically different patterns in, interlibrary lending. The development of multicounty cooperatives and networks appears to have increased interlibrary lending by several times among public libraries from 1970 through 1975, and shifted a greater proportion of interlibrary loan work from the State Library and a few union catalog member libraries to regional networks. Multicounty cooperatives, which have been developed largely since 1970, accounted for an estimated 27,000 loans in 1974, arranged through area resource libraries.

OCLC and TWXIL (Teletype Interlibrary Loan Network) are changing borrowing patterns. OCLC holdings data encourages loan requests to smaller libraries and academic libraries, and the impact of TWXIL can be seen in the following table.

Table 11. INTERLIBRARY LOANS REIMBURSED BY THE STATE LIBRARY
(Net loans, only to public libraries outside the county)

Library	Loans made in 1970		Loans made in 1974	
Akron	131	(7%)	879	(19%)
Cincinnati	634	(37%)	865	(19%)
Cleveland	492	(29%)	777	(17%)
Columbus	-		543	(12%)
Dayton	221	(13%)	338	(7%)
Toledo	91	(5%)	484	(11%)
Youngstown	-		41	(1%)
Other Libraries	147	(9%)	675	(14%)
Total	1,716	(100%)	4,602	(100%)

(7) Increased interest in utilizing nonprint media, outreach techniques, and improved public relations. School library media personnel have commented that Ohio public libraries are excessively print oriented, and the need for public libraries to provide nonprint resources was discussed at the 1974 Governor's Conference: "Libraries need to move into the McLuhan age. Sound and images, as well as books, are important".* Indications that public libraries are placing a greater importance on nonprint media resources and services include: A 22% increase in 8mm film and filmstrip holdings in the 1972-1974 period and a 14% increase in holdings of recordings and 16mm films; use and promotion of 8mm films and the organization of a Western Reserve 8mm film circuit; and the interest in non-book services in the several multi-county cooperatives. Seven of the nine MCCs have substantial nonprint service components in their 1975 or (proposed) 1976 programs. Outreach programs assisted with LSCA grants usually have nonprint materials and services components. Cincinnati, Columbus, Dayton, and Youngstown are among the major public libraries which have developed new media programs within the past five years.

One of the four priorities which developed from the 1974 Governor's Conference was: "To develop more programs to reach out to the handicapped, the homebound, rural residents and members of minority groups." The (statewide) number of blind and handicapped persons using talking book service from Cincinnati and Cleveland regional libraries increased from 4367 in 1966 to 15,929 in 1974. In the same period library awareness of the need to adapt facilities and resources has increased and local libraries have taken a

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*Libraries are for People, excerpts from talks and participant discussion at the Governor's Conference on Library and Information Services, April 2, 1974. Columbus, The State Library of Ohio, 1974, p. 16.

greater responsibility for service to handicapped and homebound persons. In 15 counties libraries have designated a liaison person responsible for locating people with handicaps and assisting them in using library services.

A 1973 survey of all Ohio public libraries showed that 102 of the 176 libraries responding offered special services to the homebound. Large print books are used in more libraries because of local collections, MCC interest, and a loan collection available from the State Library. Services to the handicapped and homebound persons seem to have a high priority among the libraries developing outreach services. LSCA grant applications reflect this but, more importantly, these services are often developed with local resources and volunteer assistance.

Outreach service to the disadvantaged (i.e., those persons who have educational, socioeconomic or cultural disadvantages that prevent them from receiving the benefits of library services designed for persons without such disadvantages) are more likely to be developed with the assistance of federal funds. Perhaps because the needs of disadvantaged persons are less easily defined in terms of traditional library service, initiatives in the direction of providing adequate library service for them frequently are seen by librarian and trustee as beyond the scope of local public libraries. However, library response to the 1974-1975 Ohio Morehead Project for Expanding Library Service to Disadvantaged Adults indicated interest on the part of libraries of varying sizes and, as a result of this project, libraries in Marietta, Waverly, and Wilmington have launched new outreach [illegible] to the disadvantaged entirely with local resources.

Effective public relations programs was defined as one of the four top priorities by participants in the 1974 Governor's Conference on Libraries and Information Services and in the nine follow-up meetings. One indication of this interest is in the programs of the multicounty cooperatives. Each of these now includes public relations as a program component. Some have provided public relations workshops and have included consultation with public relations experts. Most MCCs produce well designed materials for use by participating libraries.

(8) An emerging interest in expanding citizen participation in library services and decision making. Initial evidences of this lie in Friends of the Library groups (including the 1974 formation of a statewide alliance of such groups), experimentation with advisory committees (often as a result of an LSCA project), involvement in the 1974 Governor's Conference on Library and Information Services, and publicizing local library board meetings. Citizen participation and the use of volunteers appear to be important factors in securing voter understanding and approval of operating levies. A national trend toward greater citizen involvement in public decision making probably has not yet had full impact on Ohio public libraries but the experience of schools in both the use of volunteers and in other forms of citizen participation indicates this may be an important concern over the next few years.

(9) Increased attention to the problems and needs shared by different types of libraries, leading to informal cooperation at the local and regional levels, and to concerted action in behalf of metropolitan library system development. For example, the response of children's and school librarians to the Right to Read Caravan and the Bicentennial Caravan has resulted in cooperation in library programs for children. Also, public librarians have been instrumental in organizing and developing materials-sharing programs such as the joint University of Akron-Akron Public Library Film Project. The public libraries in the MCCs have encouraged participation by other types of libraries in their programs, such as

workshops and reference networks. Public librarians in the Library Council of Greater Cleveland have taken the lead in securing legislative authorization for the formation of metropolitan library systems which will broaden availability of the services and resources of all types of libraries within a metropolitan area.

(10) Increased interest in utilization of technology. Generally, Ohio public libraries have exhibited a cautious approach to introducing technological changes in library operations but interest has expanded, particularly since OCLC opened its membership to nonacademic libraries. Columbus, Cleveland and Cuyahoga County introduced computers for business and library operation in the 1960's, as did the Rodman Library in Alliance. The State Library conducted an experiment using teletype to link the union catalogs in 1969. A closed circuit TWX network was developed and operated by Cleveland area libraries from January 1970 through June 1974 as part of CAIN (Cleveland Area Interlibrary Network). Cleveland in 1973 experimented with telefacsimile transmission, and Toledo is using such equipment as part of an LSCA funded project. Seven major public libraries and the Caldwell Regional Library Service Center are members of the TWXIL interlibrary loan system which connects them with the State Library union catalog by means of TWX network.

(11) A changed personnel outlook in Ohio public libraries. One of the major findings of the Blasingame survey was the forecast of a crisis in the staffing of public libraries in the late '60s and early '70s. Several factors have contributed to today's situation in which such a shortage does not exist -- a greater number of graduates from library schools with masters' degree, changes in staffing patterns, and the general economic recession of recent years. Rural libraries, in particular, have benefited from the increased availability of librarians.

Another significant aspect of the changing personnel situation has been the turnover in top administrative personnel in the state's major public libraries. Since the Blasingame survey and the enactment of the OLDP, in which the directors of the major libraries played a big role, six of the eight largest public libraries have had new directors (Cleveland, Akron, Cincinnati, Columbus, Cuyahoga County, and Toledo). Only Dayton and Youngstown have not experienced leadership changes since 1968.

3.5 Elementary and Secondary Education and Library Service

Before proceeding to an examination of Library Services in Ohio's elementary and secondary schools, a brief look at the educational situation in Ohio is in order.

3.51 Elementary and Secondary Education in Ohio

There are 4192 public and 780 privately supported schools in Ohio on the elementary and secondary levels. These schools showed a 1974 enrollment of 2,584,579 students, down slightly from 1973 (2,639,319), but approximately 10% greater than in 1964. A major program expansion is underway in vocational education (11th-12th grades). Today Ohio schools report 262,967 students enrolled in vocational courses, as contrasted with only 71,000 nine years ago.

Nationally, there has been a trend toward consolidation and regionalization of school districts. Ohio has made significant progress in reducing the number of its school districts: In 1939 Ohio had over 1700 school districts; but by 1975 that number had decreased to 617.

Funding for Ohio's public schools increased by approximately 400% in the fifteen years from 1959-1974, from $184 million to $829 million. In 1974 the public school expenditure was derived from approximately 52% local funds, 41% state funds, and 7% federal funds.

In spite of recent increases in public school support, the Digest of Educational Statistics, 1974 indicates that Ohio ranks below the national average in terms of personal income spent on its schools: national average: 5.3%; Ohio 4.5%. When comparisons are made on the basis of estimated expenditure per pupil in average daily attendance, Ohio is at approximately the national average ($1,147). The figures for the North Central industrial states include (Illinois $1,270; Indiana $965; Michigan $1,239; and Pennsylvania $1,315).

3.52 School Library/Media Center Service

Changing teaching and learning styles are responsible for increased interest in the adequacy of school library media services. Today's strong emphasis upon individized instruction requires a tremendous range of print and non-print resources, and the service of specialists well qualified to select, organize, and help students and teachers to use these resources. In response to expanding needs, school libraries are being developed into media centers, with facilities for production of learning resources, including in some cases radio and television programming.

While most elementary and secondary schools in Ohio operate some type of library media center, great variations exist among the media centers. Detailed data on library media centers in both public and private schools were collected in 1972 and are now being updated. At that time there were 1981 school library media centers reported by Ohio principals. The summary report included the following chart showing the percentage of schools in 1972 meeting minimum standards for numbers of volumes for expenditures set the by Ohio Department of Education:

Table 12. SCHOOLS MEETING STATE STANDARDS

	Schools Meeting Standards of Number of Volumes	Schools Meeting Standards for Expenditures Per Student
Senior High Schools	79%	92%
Junior High Schools	59%	79%
Elementary Schools	50%	71%
STATEWIDE	56%	75%

The 1973, 1974, and 1975 surveys do not establish the number of library media centers in Ohio schools, although it is believed there are more than the 1,981 reported in 1972.

The major deficiency in school library media center resources appears to be in numbers of personnel. It is estimated that there are now 2,105 certificated persons in school library media centers. The Ohio Directory of Libraries, 1975

lists 42 school districts as having school library media center directors, supervisors, or coordinators. These districts account for approximately 27 percent of the state's school buildings.

Staffing of school library media centers is a major concern of the Ohio Association of School Librarians, which has urged revision of the school foundation formula and a line item in the appropriation to reimburse school districts for certificated school library media center personnel.

3.53 Major changes which have taken place in school library media centers in the past 6 years include:

(1) Wider use of non-print media resources, and an emphasis on student (hands-on) use of production equipment.

(2) A concerted effort to meet the 1968 and 1970 minimum standards of the State Department of Education, and an anticipation of the American Association of School Librarians, ALA, and Association for Educational Communications and Technology standards, Media Programs: District and School (1975).

(3) Expansion of resources, particularly with the assistance of funds provided by Federal ESEA Title II and NDEA Title III. There is apprehension in 1975 about the effect of the consolidation of these programs in new Title IV-B.

(4) Continued and extensive use of paraprofessionals and library aides to manage elementary school library media courses.

(5) Creation of nine regional film centers. These, established when the State film service was discontinued in 1972, serve several counties each. They were begun with grants from the State Department of Education, and are partially financed by the participating school districts.

(6) Individualized learning which has required library media centers to purchase more research books on a greater variety of topics, and on a wider range of ability levels.

(7) Expanded need for vocational materials, for both the new vocational schools and the career education programs.

3.6 Special Libraries Service

The American Library Directory, 29th edition, lists some 315 special libraries in Ohio, both tax and privately supported collections and information centers. Individual collections range in size from 400 volumes to 1.2 million volumes and several thousand microforms. They cover a wide range of subjects, from aerospace and nuclear technology to X-Ray design.

The 123 special libraries which reported statistics for the 1975 Ohio Directory of Libraries held 2.6 million volumes, 1.3 million microforms, and 54,009 serials.

While the problems faced by special libraries are generally similar to those of all types of libraries, the following difficulties have been pointed out by librarians in these institutions:

- maintenance of current and manageable collections in fields in which there is great proliferation of material;
- providing the bibliographic apparatus on which users can rely for rapid location and retrieval of material;
- rapid obsolescence of materials in some fields;
- vulnerability to budget cuts in periods of corporate retrenchment.

Special libraries often are limited in their ability to participate in cooperative resource sharing programs because of company regulations on confidentiality of materials, patents, and competitive secrecy. Where such factors do not intervene, special libraries have been involved in various forms of

resource sharing cooperation, particularly the compiling of regional union catalogs. Librarians of special libraries and information centers have a number of organizations which can facilitate interlibrary cooperation: three chapters of the Special Libraries Association (SLA) and a chapter of the American Society of Information Science (ASIS). The Cincinnati SLA Chapter initiated a 1970 project to prepare the Union List of Scientific and Technical Periodicals in the Libraries of Greater Cincinnati and Vicinity. Nearly 50 libraries participated in the project. Several of these special libraries are now active members of the Greater Cincinnati Library Consortium.

Both special and academic libraries cooperate in such special purpose networks as those for medical information and that organized by the Art Research Libraries of Ohio (ARLO). LSCA Title III grants assisted ARLO to compile a union list of holdings in museums, academic, and special libraries. This has served as the basis of interlibrary loaning and photocopying. Special libraries which are part of national corporations frequently participate in sophisticated networks of research libraries within the corporations. U.S. Government patent depositories located at The Ohio State University and at the Cincinnati, Cleveland, and Toledo Public libraries. are of particular interest to some special libraries.

4. MULTITYPE LIBRARY COOPERATIVE EXPERIENCES

The preceding description of Ohio's libraries has focused upon the various types of libraries as though each type stood in splendid isolation from the others. In point of fact, however, there are significant multitype interlibrary cooperation developments taking place in Ohio. These include the Ohio College Library Center (OCLC), initiatives in multicounty cooperatives (MCCs), and various local or regional library consortia.

The importance of OCLC should not be underestimated. By increasing bibliographic control, reducing the cost of technical services, and facilitating interlibrary loans, OCLC has significantly improved the ability of libraries to cooperate in meeting user needs. Future development in serials control, shared used of data banks, and other areas will further increase its value to Ohio libraries and assist in sharing resources among type of libraries.

A majority of Ohio academic libraries (constituting approximately 90% of the state's academic library resources) are members of the Ohio College Library Center. Since January 1973, when OCLC opened it membership to public libraries, 19 Ohio public libraries have joined the Center. These include 9 of the 10 largest Ohio public libraries. In addition, 44 smaller public libraries share the OCLC resource base through the State Library's Catalog Center. These academic and public libraries, and 10 other Ohio special and school libraries which are now OCLC members, have access to a powerful data base and communications system for interlibrary sharing. Some OCLC members are now discussing the advantages of forming an Ohio "network" to make greater use of OCLC facilities.

While MCC and ALSO development has been public library-based, developments in the past year demonstrate that these regional cooperatives have implications for multitype library cooperation. Section 3.25 (d) of the rules for ALSO development* requires that the ALSO Plan "provides for cooperation with other types of libraries and includes specific plans for coordination of library resources and

* Rule 2. Administration of State Aid Subsidy and Grant Programs effective May 31, 1974.

services." In the case of OVAL, the Ohio University library at Athens is the area resource library. In June 1975 the 14 non-public library members of MCCs included 1 state university, 3 private colleges, 2 community or branch campuses, 3 schools, 1 technical college, 2 institutions, 1 hospital and 1 bookmobile center.

Multitype library consortia have developed in four areas of the state (Cincinnati, Cleveland, Dayton, and Toledo), usually from an earlier, single-type library consortium. The two earliest of these were the Library Council of Greater Cleveland and the Dayton-Miami Valley Corsortium-Library Divison. The Library Council of Greater Cleveland (LCGC) developed from a council of public library administrators in Cuyahoga County.

The LCGC initiated the Cleveland Area Interlibrary Network, as well as an operations research study of materials distribution problems in a metropolitan area, shared public relations work, and other cooperative undertakings.

The Dayton-Miami Valley Consortium (of college presidents) had its genesis in meetings of the library directors of colleges in the Dayton, Springfield, and Yellow Springs area. The consortium and its library division was developed in the 1960's to take advantage of HEW grants for collection development and to initiate other means of sharing resources. The library division invited 3 public libraries and 18 special libraries to join in the preparation of a union list of serials in 1968, and has initiated other cooperative undertakings. At the present time a Dayton and Montgomery County Public Library administrator meets regularly with the library divison and representatives of the MILO multi-county cooperative are invited to attend meetings.

State Library Board grants of LSCA Title III funds will accelerate the work of the LCGC and its Cincinnati counterpart (Greater Cincinnati Library Consortium), and in 1976 may assist in a similar development in the Columbus area.

The Cincinnati, Cleveland, Dayton, and Toledo consortia together have as members 36 academic libraries, 12 public libraries and 7 special libraries.

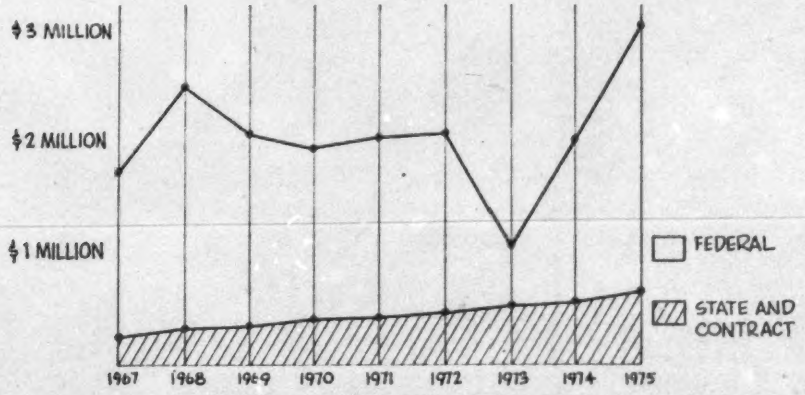
Although not a formal consortium, TWXIL (Teletype Interlibrary Loan Network), which links the State Library, the Ohio Union Catalog and nine resource libraries, is an additional example of multitype interlibrary cooperation. The Ohio State University (OSU) Library is one of the nine resource libraries. This arrangement, and the location of an OSU circulation system terminal at the State Library, has increased OSU's participation in Ohio interlibrary lending to public libraries.

5. STATE AND FEDERAL RESPONSIBILITIES FOR OHIO LIBRARY SERVICES

State and federal responsibilities for library service have been defined, discussed, and debated in meetings of the American Library Association and other forums. One of the most recent authoritative statements is that of the National Commission of Libraries and Information Service.* The Ohio Library Development program defined local and state responsibilities and included the following in its statement of state responsibility:

> "It is the responsibility of the State to provide finances and resources to the State Library to enable it to discharge its responsibilities. Priority in the use of federal funds should be given to implementation of this plan. The State Library Board's responsibility for planning, support and coordination should be carried out in such a way as to encourage local initiative and foster inter-library cooperation on the local and regional level."

In 1969 the Ohio General Assembly made the State Library Board responsible for "a statewide program of development and coordination of library services" but thus far has not appropriated the state funds needed for the statewide library development program. The Board has been heavily dependent upon Federal funds for library development. In FY 1975 more than half of the State Library Board's expenditures were for grants to Ohio libraries, but state aid comprised only 1/5 of the total expenditures. Federal (LSCA) funds have fluctuated widely from year to year, and state aid appropriations have grown slowly.



STATE AND FEDERAL FUNDS FOR
STATE LIBRARY BOARD'S DEVELOPMENT PROGRAM (GRANTS)

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*The National Commission on Libraries and Information Science. Toward a National Program for Library and Information Services: Goals for Action, Washington, D.C. 1975

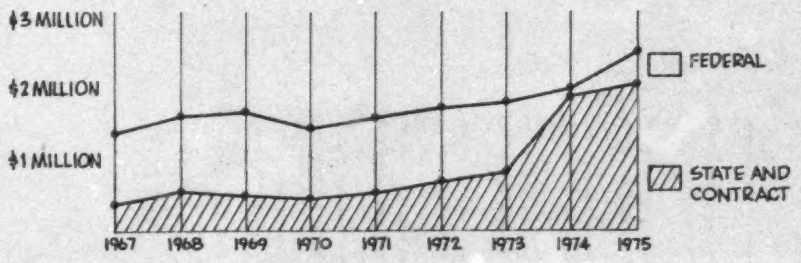
Table 13. GENERAL REVENUE APPROPRIATIONS, 1969-1977

Fiscal Year	Operation of the State Library	State Aid
1969	$ 241,277	$325,035
1970	285,644	358,507
1971	287,858	366,009
1972	493,628	433,059
1973	507,302	445,352
1974	1,614,720	548,381
1975	1,632,736	624,494
1976	1,744,844*	634,060*
1977	1,834,790	658,000

*Reduced by 2% per instructions of the Governor.

Although the state aid program has doubled in this period, it falls far short of providing the $5.9 million needed for full implementation of the ALSO program, and the $2.7 million needed for metropolitan library systems. The present state aid amounts to approximately 6¢ per capita as compared with an estimated minimum of $1 per capita.

In reading the appropriations table above, it should be noted that the 1974 increase for operation of the State Library reflects a shift in support from LSCA funds to state support, not a tripling of the operation. This can be seen in the following graph:



STATE AND FEDERAL FUNDS FOR
STATE LIBRARY OPERATING EXPENDITURES

Other casualties of the 1975 fiscal crunch were a recommended appropriation of $800,000 for the biennium to assist in OCLC retrospective data base conversion for five major libraries, and proposed changes in the school foundation formula which would provide specifically for school library media personnel.

5.2 Federal Responsibilities. Ohio libraries have benefited from the following federal library programs in recent years:

Elementary and Secondary Education Act (ESEA)

Title II, School Library Resources (now revised and incorporated in Title IV-B, Libraries and Learning Resources)

Higher Education Act (HEA)

Title II-A College Library Resources
Title II-B Training
Title II-B Demonstrations
Title IV-A Education Equipment for Colleges

Library Services and Construction Act (LSCA)

Title I Public Library Services
Title II Public Library Construction
Title III Interlibrary Cooperation
Title IV Older Readers Services (Authorized,but not funded)

Medical Library Assistance Act

The Federal Administration has repeatedly attempted to terminate these programs, but they have enjoyed significant Congressional support. In 1974 the National Commission on Libraries and Information Science formally acknowledged that Federal support in the form of categorical aid is still needed, and that every effort should be made to expand and retain it.

Congressional amendments in 1974 brought about consolidation and changes in the ESEA program. Title II-ESEA, Title III-NDEA, and Title III-ESEA (Guidance and testing component) have become a single allocation under the new Title IV. The responsibility for setting priorities has been shifted from the state level to the local level. Local schools now have complete discretion in setting priorities for spending these funds. Under the new guidelines these funds, formerly reserved for school library materials, may be spent for such items as textbooks and classroom materials.

The current extension of LSCA runs to June 30, 1976. The President may be expected to recommend its termination in June 1976 as part of his proposed Federal tax cut/program reduction. Some critics of the present program recommend that it be changed to eliminate the Congressional priorities and provide that half or more of the Title I funds be allocated on a per capita basis to all public libraries in the nation. LSCA enjoys good Congressional support in its present form, but some amendments to the present Act can be expected at the time extension is considered.

In 1973 it was suggested that the availability of federal revenue sharing funds (with libraries being named as one of the 8 priorities in the revenue sharing act) made it unnecessary for the federal government to continue funding such library programs as LSCA. The record in Ohio, and across the nation, is that revenue sharing has not produced significant amounts of operating funds for libraries: Approximately 1% of the revenue sharing funds have been allocated for library services, and much of that has been designated for capital improvements.

The revenue sharing mechanism has so far proved unsatisfactory for libraries because it forces them to compete for funds with local governments and their utilitarian agencies, such as the police and fire departments. As educational agents in the community, libraries provide long-range services to all people, but unfortunately, it is difficult to justify this as a local priority when conspicuous utilitarian problems need immediate correction. As a result, city officials in some cities are reluctant to share revenue with libraries. In some localities, revenue sharing money is offsetting normal operating budgets of libraries, rather than providing them with funds for new programs and services. In such circumstances, and given the local nature of revenue sharing decisions, it appears that revenue sharing at this time will not have a positive impact on cooperative action programs.

5.3 Uses of LSCA funds in Ohio. The present LSCA program had its beginning in the Library Services Act of 1956, which was enacted for "the further extension by the several states of public library services to rural areas without such service or with inadequate services." The rural limitation on LSCA was removed in 1964 and when the Act was further amended and expanded in 1966, new responsibilities were placed upon the State Library, particularly in relation to planning for new program emphases (construction, interlibrary cooperation, services to the handicapped and to the institutionalized) and for expenditure of considerably increased amounts of money.

One of the first priorities for use of the increased funds under the expanded LSCA program in 1964 was for increased joint planning with other libraries and with the OLA/OLTA. Out of discussions with the OLA Library Development Committee came early agreement on the need for assessment of library conditions throughout the state upon which to base a plan to ensure maximum effectiveness from the new LSCA funds. In 1964 the Library Development Committee drafted a proposal for a major survey, which was subsequently undertaken by Ralph Blasingame in 1966-67.*

As increased LSCA funds became available, and as the LSCA program was operated under the Ohio Library Development Plan, a larger share of the federal funds were directed into grant programs. The first of the major grants was to the Cleveland Public Library for the Reading Centers Project (1966, $111,436), followed by a renewal in 1967 ($21,452), and later by a variety of grants for special projects to serve the people of the inner city.

One of the earliest major grants in Hamilton County was that for the Library Service to Exceptional Children project in 1967 ($71,782), followed by renewal in 1968 ($67,014).

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* The original survey proposal was to study all Ohio libraries but academic and school libraries were not included because special studies of these libraries under other auspices were underway or planned. The Blasingame survey therefore looked only at aspects of academic, school, and special libraries to secure information on their relationships with public libraries or the State Library.

An emphasis on cooperative programs assisted by LSCA grants developed in the mid-1960's and as a result of the OLDP.

Some picture of the number and size of the LSCA grants over the past few years is shown in the following table:

Table 14. LSCA GRANTS, TITLES I AND III, 1964-1975

Fiscal Year	Number of Grants Titles I and III	Total Funds Granted	Title I Allocation	Title III Allocation
1964	3	$ 1,650	$ 292,958	$ -0-
1965	4	122,836	1,153,175	-0-
1966	4	161,812	1,100,170	-0-
1967	14	733,081*	1,685,162	7,075
1968	28	573,785	1,685,152	47,259
1969	32	665,330	1,685,152	48,593
1970	20	498,411	1,404,949	48,593
1971	18	714,192	1,685,152	48,493
1972	35	1,103,813	2,060,365	66,891
1973	19	334,364	2,857,807**	317,974**
1974	31	876,016	1,924,624	64,307
1975	51	2,425,622***	2,148,242	63,937

**Title I includes $1,204,360 released in FY 1973 + $1,653,447 which was impounded.

Title III includes $71,515 released in FY 1973 + $246,459 which was impounded.

***Includes formerly impounded FY 1973 - FY 1974 funds.

LSCA grants and expenditures are made under The Ohio Long Range Program for Improvement of Library Services, prepared in 1972 with the assistance of a 13-member Advisory Council on Federal Library Programs. This program, which was most recently revised in May 1975, is based upon the Ohio Library Development Plan and upon subsequent re-examination of needs and conditions. Grants are made under published criteria. In FY 1975 LSCA grants totalled $2.5 million. Approximately 33% was granted for development of outreach services or service to disadvantaged, handicapped, or homebound persons; 30% for multicounty cooperatives; 17% for automation or resources development programs; 10% for institution library services improvement; 8% for multitype interlibrary cooperative programs in metropolitan areas; and 2% for staff development.